

**Achievement of Market-Friendly Initiatives and Results Program
(AMIR 2.0 Program)**

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**Development and Integration of Risk Management, Intelligence and
Investigation Capabilities within Jordan Customs**

Final Report

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Executive Summary

The three consultants were contracted to review the current enforcement capacity of Jordan Customs. The analysis and assessment was centred on development of a national Customs cross border crime strategy to international best practice standards.

This report examines the current capability and future direction for Jordan Customs in respect to risk management, intelligence and investigation activities. These cornerstone enforcement elements are all being practiced in Jordan Customs to varying limited degrees. For example, some elements of risk management and intelligence analysis are being applied within the ASYCUDA⁴ system but there is scope for extensive expansion and interaction by front-line officers to both improve their effectiveness at the border, as well as provide operational input to selectivity criteria for ASYCUDA and other information technology systems.

Customs data and information in various forms is collected across the organization and limited IT support is being provided to enable the information to be stored and recovered by operational personnel. There is currently no Intelligence Directorate but some analysis of information for ASYCUDA targeting purposes is undertaken by Customs staff.

Minor Customs violations are dealt with by local area managers with the more serious abuses referred to the Enforcement Directorate for evaluation through preliminary verification checks, usually by patrols and surveillance. Where evidence of serious violations is detected, these matters are referred to Legal Directorates for investigation. There is no formal training program to develop and accredit legal investigators. The current method of resolving smuggling cases is by administrative penalty and few customs cases actually referred for prosecution action.

Overall, the assessment of current capability indicates a shortfall in relevant competencies in all three areas. Jordan Customs has the opportunity to assume the mantle of 'role model' in the region but this will largely depend on its commitment to the change process and its ability to implement the new initiatives across the organisation.

Recommendations:

Risk Management

- 1 If the Risk Management Directorate is to assume responsibility for development of risk management strategies and training then consideration

⁴ ASYCUDA – UNCTAD system for use by Customs administrations to facilitate trade.

should be given to the transfer of the tactical and operational assessment process to another Directorate, possibly Intelligence.

2 There is a need to develop and enshrine the various planning processes into a single corporate document that can be used to cascade initiatives like risk management and intelligence through the entire organization.

3 This report proposes, that in due course, the USA, Australian and New Zealand Risk Management standards be considered as a template for development of national, divisional and local risk management plans.

4 It is recommended external agencies, such as Government partners, the Customs brokers Association, etc, play a key role in the facilitation of trade. There is a need for greater interaction for development of professional standards, training and accreditation.

5 The Risk Management Directorate should assume responsibility for the corporate roll out of risk management across Jordan Customs. The operational assessment and analysis responsibility should be re-assigned to another Directorate.

6 As the lead border agency, Jordan Customs should adopt a pro-active approach to introducing risk management. It is important that Customs and other border agencies, government, business and the community fully understand and appreciate the process.

7 For Jordan Customs to increase output and pursue a broader agenda in terms of non-compliant targets using ASYCUDA selectivity criteria, there is a requirement to provide additional resources, training and equipment to the relevant work area.

8 Basic risk assessment training be made available to officers to ensure the flow of information is centralized. There are a number of basic training courses listed in Attachment 5 to enhance skilling and it is recommended these be prioritized and implemented at the earliest opportunity.

9 Jordan Customs to take advantage of e-Learning training products as part of an IT desktop rollout program, already sufficiently advanced in Jordan Customs. These should be implemented in reference to the United Nations Drug Control Program and the World Customs Organization for use by inspectional staff working at land, sea and air borders.

10 It is recommended detection tools such as detector dogs, x-ray equipment, etc, be considered as a high priority for acquisition and use as appropriate.

- 11 Jordan Customs be conditioned to using the Internet as a significant source of information and intelligence by officers assigned to risk assessment and intelligence activities.
- 12 Jordan Customs to develop a secure web site for use by Arab customs administrations where information sourced from the World Customs Organization's Customs Enforcement Network (CEN) and other international law enforcement sites can be translated and posted to the site.
- 13 Task the Training Directorate to identify and train talented computer technology users for work in the intelligence or risk management areas to support experienced officers engaged in operations.
- 14 Monitor and assess the value of IT data management systems for intelligence and risk management areas to identify non-compliant targets
- 15 Risk management resources to promote awareness and deliver basic risk assessment packages for all operational areas.
- 16 In the short-term, develop a national risk management strategy subsequent to the two overseas study tours in late 2002 and planned risk management workshops in early 2003.

Intelligence

- 1 It is recommended a national intelligence capability be created to strengthen Jordan Customs role in the enforcement of cross border crime. The unit's responsibility would be strategic, operational and tactical pro-active and reactive analysis of information to target illegal activity and identify strategic risks. (**See Jordan Customs Intelligence proposal approved by the Director General of Customs and awaiting Planning approval at Appendix 1 & 2 of Attachment 7**)
- 2 An integrated approach be applied to current and planned data management systems including the national rollout of ASYCUDA and related information technology developments.
- 3 A Communication Plan be developed to incorporate networking and liaison with internal and external stakeholders.
- 4 It is recommended a centralized information collation, analysis and dissemination system be developed national risk assessment and targeting, whilst providing a service to regional Customs functions.
- 5 Information dissemination and analysis is required to be reciprocal in nature to ensure a coordinated, integrated system, allowing for evaluation and feedback.

6 A complete legal analysis of access and disclosure issues, policies and requirements to facilitate business partnerships through MOUs and Service Level Agreements, including strategies for expanding information sources.

7 It is recommended a coordinated approach be applied to all national and regional operational areas dependent on timeframes of intelligence database design and implementation, and training and development of analysts and relevant personnel.

8 Identified specialist equipment be introduced in a phased and prioritized process throughout Jordan Customs.

9 A nationally integrated approach be implemented to ensure national consistency and streamlined transition of information distribution and risk targeting.

10 Concurrent to database system development, introduction of a standard Information Report with appropriate operational procedures and policies developed and distributed.

11 Introduction of enhanced software, including analyst software tools, will be assessed for feasibility and implementation in late 2002/early 2003 by Jordan Customs stakeholders as part of the AMIR 2.0 program.

12 As part of an IT Development Plan, assess the viability of integrating and linking Jordan Customs, as well as ASEZA Zone Customs, computer systems to facilitate access and disclosure to streamline information transfer.

13 All MOUs and other agreements (formal and informal) be reviewed for efficiency and effectiveness. In particular, General Customs Department, the Aqaba Special Economic Zone Authority, the Ministry of Interior, General Intelligence Department, Jordan Institute of Standards & Metrology, department of Agriculture, department of Trade & Industry and other partners with a view to agreement on data information exchange and access to databases.

14 Where no agreements exist, evaluation for provision of such agreements to be undertaken to facilitate information transfer and exchange, as well as building partnerships.

15 Impacts and obligations of international agreement memberships to be examined in relation to reducing Customs duty implications, quota impacts, price controls and operation of free trade zones

16 Align intelligence development with corporate objectives, business plans, departmental outcomes and performance outputs, as well as strategic risk

management to become a lead agency in regional Customs intelligence expertise.

Investigations

- 1 It is recommended an independent national investigation capability be developed with Jordan Customs to enforce Customs law in relation to major crime.
- 2 The new role is to be responsible for the prevention, detection, investigation and prosecution of major crime.
- 3 A coordinated project management approach needs to be employed in the development of the investigation capability through a 'Strategic Investigation Implementation Plan'.
- 4 Develop written standard operating procedures for investigation purposes that conform to international standards.
- 5 Specialized investigation and operations training needs to be made available to officers of the new investigation capability and other key stakeholders conforming to agreed standard operating procedures.
- 6 Develop a Communication Plan to incorporate networking and liaison with internal and external stakeholders.
- 7 Implement a centralized investigation case management system. This will allow for case management, statistical reporting, and external access to case data, etc (subject to security control).
- 8 The short-term IT consultants in conjunction with Jordan Customs examine the feasibility of investigation computer software such as the proposed case management system and associated platforms.
- 9 A legal assessment to be undertaken of investigation and operational powers, policies and procedures, access and disclosure issues with the view to strengthening the Customs law and operational competence of the investigation capability.
- 10 Establish and facilitate regular exchanges of information with key stakeholders through the development of MOUs and Service Level Agreements, including strategies for expanding information sources.
- 11 Introduction of specialist investigation equipment in a phased process.

- 12 Internal quality reviews on investigations and procedures need to be developed and implemented to ensure a professional and ethical enforcement environment.
- 13 A fraud control plan needs to be developed in preparation for the development of the investigation capability.
- 14 Examine the feasibility and necessity of an investigation capability in the ASEZA free zone and the port of Aqaba.
- 15 An evaluation and assessment is necessary to determine the level of corruption within Jordan Customs and its impact upon enforcement. This will determine if an independent professional standards (internal investigation) capability is required within Jordan Customs and the ASEZA free zone.

INTRODUCTION

The objective of the AMIR 2.0 Customs Reform and Modernization project is to promote best practice in customs administration. Today, more than ever, there is an expectation by government and the community that imported goods will not be unnecessarily delayed or scrutinized if the importer has correctly completed the appropriate documentation and can demonstrate a prior record of compliance with national laws.

Importers and brokers have come to expect streamlined and expeditious processing of their shipments as this contributes to increased investment and improved performance in the private sector.

The Government has come to expect that a customs administration will monitor all goods and people entering the country to ensure the correct amount of revenue is collected on goods and that national interests are adequately safeguarded.

Finally, Customs officers and procedures must be beyond reproach in terms of integrity and transparency if the relationship between customs, travelers, importers and brokers is to flourish and promote the national interest.

It is important to understand the basic premise underpinning this project. Jordan Customs is a regulatory agency that uses the Customs Law to ensure compliance. Jordan Customs has a responsibility to inform, partner, enforce, and ensure compliance in respect to the conduct of business at international borders. For example, informing the community may involve providing up - to - date material on changes to the Customs law or regulations, developing awareness packages for truck drivers involved in carriage of cargo transiting Jordan or educating the traveling public on concessions for arriving international air passengers.

Customs has a responsibility to partner importers and exporters and this may be reflected in the issuance of infringement notices or sanctions. If these actions fail to produce compliance then an importer or broker may be investigated and penalized and/or prosecuted. All of these activities are designed to produce voluntary compliance with the Customs law.

In a rapidly changing global community Jordan Customs must modernize, automate and develop new competencies across the entire organization. It must develop human resource policies that encourage and attract well-educated Jordanians to pursue careers in Customs and they must be at ease with the concept of working in a global community and be able to demonstrate an ability to lead, think strategically and be creative.

It was agreed with the AMIR Customs Reform and Modernisation project manager that the Consultants should produce one report because of the holistic approach being sought for the implementation of an enforcement capability covering risk management, intelligence and investigation. This outcome greatly assisted in streamlining the approach taken to fact finding and in the end minimised the disruption to day to day operations within Jordan Customs.

Over thirty formal interviews were conducted with a range of senior officers from Jordan Customs. All were extremely generous with their time and the Consultants noted the level of professional expertise and the commitment to the AMIR Customs and Reform Modernisation project. Not all operational areas were visited due to the limited time available but those sites visited⁵ are representative of all the functions performed by Customs in Jordan.

Due to the number of interviews conducted, the geographic distribution of the site visits and the complexities identified in relation to anomalies in perceived levels of development and strategic approaches, the current capability requires re-assessment. A number of objectives and outcomes have been reviewed and re-prioritised and will be incorporated in the schedule for the last quarter of 2002 and the first half of 2003.

The team was also required by AMIR to visit the Aqaba Special Economic Zone to provide a comprehensive input to a review of customs procedures. This visit provided the opportunity to view a number of border crossings and the port operation but resulted in limiting opportunities to meet with all the array of operational areas in and around Amman. However, the major impact sites were visited.

A number of Senior Executives from Jordan Customs will be undertaking AMIR sponsored study tours to the United States and Australia later this year. The participants will have the opportunity to witness and discuss customs operations with practitioners in risk management, intelligence and investigation. It is anticipated that these study tours will provide the impetus for change in Jordan Customs and it is proposed to hold workshops on their return and to seek commitment for a number of strategies relating to risk management, intelligence and investigation.

The Consultants drew on a broad variety of reports and documents in researching the operations of Jordan Customs. While many of these make reference to risk management, intelligence and investigation capabilities in one form or another, none adequately assessed the operational environment. The report written by Messrs John Knott and Alan Wilson on the establishment of a Training Centre of Excellence initiated the discussion on capacity building and competencies in the areas of risk management, intelligence and investigation.

⁵Attachment 1 – Map of Jordan and Site Visits

Detailed Report

The following objectives were outlined in the Statements of Work:

Risk Management:

1. In liaison with the Director Risk Management, develop a national Customs Risk Management strategy that will include application of international best practice. This will include addressing questions of acceptable levels of risk, sampling models and context/environmental assumptions. It will also provide tactical and operational advice where appropriate.
2. Perform an analysis of current risk management capacity and from that produce a draft development program of risk management staff, equipment and training needs for roll out over the short term (one-year) and the long term (three-years). This task will not be limited to customs staff involved directly in risk management and it may in some cases extend beyond customs if appropriate.
3. Establish the needs of risk management personnel for infrastructure and training (i.e. computer hardware, software, training in statistical analysis, etc) and develop a schedule for their introduction that will include any prerequisite training or infrastructure requirements over the short term (one year) and the long term (three years). These will be incorporated in the Customs Center of Excellence arrangements wherever possible.
4. In concert with the IT Advisor, determine needs / capacity for risk management links into ASYCUDA and other Customs software. This may include recommendations for proprietary software.
5. Develop and deliver a “train the trainer” type introductory Customs Risk Management Workshop that can then be run by Risk Management staff to assist staff in other areas of Customs to develop an understanding of risk management and to look at its application in their areas.

Intelligence and Investigation

- 6 Develop and write a national Customs Cross Border Crime strategy that will include application of international best practice. This should at the strategic level address questions like should commercial fraud and criminal smuggling be handled separately or by the same group and to what degree should intelligence, investigation, enforcement and related areas of activity be centralized? It will also provide tactical and operational advice where appropriate.
- 7 Perform an analysis of current relevant capacity and from that produce a draft program of training needs for roll out over the short term (one year) and the long term (three years).
- 8 Establish the needs of intelligence, investigation and enforcement personnel for specialist equipment (i.e. Encrypted HF radio network, cameras, vehicles, etc) and develop a schedule for their introduction that will include any prerequisite training or infrastructure requirements over the short term (one year) and the long term (three years). These should be incorporated in the Customs Center of Excellence arrangements wherever possible.
- 9 In concert with the IT Advisor, determine needs / capacity for special links into ASYCUDA and other Customs software. This may include recommendations for proprietary software.
10. Review current international and domestic agreements/MOUs on Customs Cross Border Crime matters and advise where changes or further agreements would enhance Customs capacity. Draft in point form key aspects of such MOUs.

The following is a summary of outcomes against each stated objective:

- 1 In liaison with the Director Risk Management, develop a national Customs Risk Management strategy that will include application of international best practice. This will include addressing questions of acceptable levels of risk, sampling models and context/environmental assumptions. It will also provide tactical and operational advice where appropriate.**

Jordan Customs has embarked on a reform and modernization program that recognizes the importance of meeting international standards and conventions such as Kyoto 2000, the International Convention on the Simplification and Harmonization of Customs procedures.

The Kyoto Convention details a pathway to efficiency and effectiveness in the customs environment. The core provisions identified by the World Customs Organization are standard, simplified procedures; continuous development and improvement of customs control techniques; maximum use of information technology; and a partnership approach between Customs and Trade.

One of the key provisions of the revised Convention is the use of risk management techniques including risk assessment and selectivity of controls.

Risk management is a relatively new concept for most Customs administrations and as such only a few administrations have developed systems that focus specifically on the customs environment.

Because there are no risk management plans currently in place in Jordan there is inconsistency around the country as to what constitutes national “risks”. Some identified the transit of drugs and weapons as their priority; others identified revenue collection while others stated that revenue leakage through the Free Trade Zones and transit traffic was the most serious threat to nation.

This report proposes, that in due course, the USA, Australian and New Zealand Risk Management standard be considered as a template for development of national, divisional and local risk management plans. An important issue identified during discussions with a number of the senior officers was the necessity for Government to sign off on the underpinning assumptions used to identify risks.

In developing a national risk management strategy it is important, particularly in Jordan to identify other stakeholders that operate at the border. Since commencing our fact finding mission we have identified a number of government agencies including the Department of Public Security, the Intelligence Department, Department of Health and the Jordan Institute for

Standards and Meteorology (JISM) as other key agencies operating at the border.

It is important to involve these agencies as they also play a key role in the facilitation of trade as each interacts with the importing and exporting community. The Consultants met with representatives of the Customs Brokers Association and obtained some insight into the relationship between the brokers and Customs. There is certainly scope for greater interaction between Customs and the brokers including development of professional standards, training and accreditation for brokers.

The current time frame did not allow the Consultants to visit and meet with representatives of the above agencies but their respective role and priorities will be taken into account in the development of national, divisional and operational risk management plans.

If the Risk Management Directorate is to assume responsibility for development of risk management strategies and training then consideration should be given to the transfer of the tactical and operational assessment process to another Directorate, possibly Intelligence.

Finally, there is a need to develop and enshrine the various planning processes into a single corporate document that can be used to cascade initiatives like risk management and intelligence through the entire organization.

- 2 Perform an analysis of current risk management capacity and from that produce a draft development program of risk management staff, equipment and training needs for roll out over the short term (one-year) and the long term (three-years). This task will not be limited to customs staff involved directly in risk management and it may in some cases extend beyond customs if appropriate.**

The Consultants have assessed the current risk management capacity in Jordan Customs as low. There are two areas in particular, Risk Management and ASYCUDA, that are applying basic risk management on a daily basis through the assessment of declarations. In discussions with the IT Manager it was it became obvious that risk assessment was part of the successful development and roll out of a number of new IT systems.

Risk Management personnel estimate that less than 1% of all officers have any knowledge of risk management methodology and why it is important for Jordan Customs to move to risk managed environment.

While some areas carry out ad-hoc risk assessments, many of these decisions are driven by false assumptions. There is evidence to suggest that lack of resources and volume of traffic are key factors in the assessment process. There was no evidence that the assessment process in areas other than those using ASYCUDA were driven by a structured and methodical approach to risk.

The methodology used to develop a risk management program is not well known throughout Customs. There are a number of other agencies that operate at the border and again it is not apparent that risk assessment is widely used by these agencies. In the interest of developing an integrated and efficient risk managed environment it will be extremely important to address the priorities of all border agencies.

For risk management to be adopted as a core practice it first must be widely understood by people working in the agency. Customs in Jordan is like most other customs administrations around the world in that it is continually faced with increasing volumes of cargo and increasing numbers of travelers crossing the border.

Personnel engaged in border processing must understand how to deal with this equation. Risk management when applied properly will direct a customs officer to high risk travelers and cargo while at the same time provide a level of confidence for the remaining population that does not warrant customs intervention.

There are a number of simple things that can be done that will immediately lead to improvements in Jordan Customs. Firstly, the Risk Management Directorate should assume responsibility for the corporate roll out of risk management.

As discussed elsewhere in this report, the operational assessment and analysis should be re-assigned to another Directorate. This will free up the limited resources in the Risk management Directorate to focus on developing a strategy to introduce risk management across Jordan Customs.

As the lead border agency, Jordan Customs should be adopting a very pro-active position with other government agencies and taking the lead on introducing risk management. It is important that not only Customs but the other border agencies, government and the importing and exporting community fully understand and appreciate the process.

The following development program identifies the way ahead.

Task	Target Audience	Timeframe
Undertake corporate risk	Directors	January 2002

management workshop		
Develop and seek approval for national risk management plan	Directors	January 2003
Develop selected risk management plans	Risk Management/Airport Cargo & Jaber	January 2003
Seek agreement to undertake risk management and awareness training by Risk Management Directorate	Director General	January 2003
Conduct skill/competency assessment for Risk Management staff	Risk Management, Training and Planning and Organization	Early 2003
Develop competencies for Risk Management training personnel	Risk Management Directorate	Early 2003
Provide and oversight training for Risk Management staff to conduct of workshops	Risk Management Directorate	April 2003
Risk Management staff to conduct training session in operational areas	All Directorates	June 2003 – December 2003
Identify risk assessment courses/tools for use in operational areas	All Directorates	June 2003-December 2003
Undertake review of corporate plan	All Directorates	January 2004-June 2004
Review Directorate/Work Area plans	All Directorates	January 2004-June 2004
Review national risk management strategies	All Directorates Executive	2005

3 Establish the needs of risk management personnel for infrastructure and training (i.e. computer hardware, software, training in statistical analysis, etc) and develop a schedule for their introduction that will include any prerequisite training or infrastructure requirements over

the short term (one year) and the long term (three years). These will be incorporated in the Customs Center of Excellence arrangements wherever possible.

The Risk Management Directorate is based at Customs Headquarters in Amman and is reliant on a combination of input from regional officers as well as the results of ASYCUDA analysis. At present, the Risk Management Directorate comprises six (6) staff members; three officers work in Selectivity and three in Post Audit. There is only one (1) analyst in the area responsible for the assessment of all import declarations received in Jordan on a daily basis.

Risk Management staff have a good understanding of risk management principles and appreciate its potential to improve customs operations and compliance. The Consultants found little or no understanding of risk management methodologies at the lower operational levels throughout Customs.

Officers working at border crossings undertake inspectional duties based on risk assessment techniques learned from older, more experienced officers in the port.

If Jordan Customs is to increase output and pursue a broader agenda in terms of non-compliant targets using ASYCUDA selectivity criteria, then there is a case to be made for providing additional resources, training and equipment to the relevant work area. Having visited a number of operational areas there is certainly a case to be made to devolve some of the risk assessment activity to regional customs offices. It is more than likely that as basic risk assessment training is made available to officers the flow of information to a national information repository will increase commensurately.

The Consultants have identified a number of work areas where risk assessment is based exclusively on ASYCUDA. While this may be appropriate in the short term, Customs is missing out on opportunities to use the resources of customs and other agencies to identify and report activities that are relevant to national security and protection of the revenue and the community. There are a number of basic training courses listed in Attachment 5 that can provide frontline officers with skills to enhance the assessment of operational risk and these should be pursued by Jordan Customs at the earliest opportunity.

There are a number of other training packages that should be pursued through the United Nations Drug Control Program and the World Customs Organisation for use by inspectional staff working at land, sea and air borders. Jordan Customs IT desk top roll-out is sufficiently well advanced to take advantage of e-Learning products that are now available both commercially and through international organizations.

During all the site visits the Consultants noted the lack of simple detection tools such as detector dogs, x-ray, lonscan, drug field test kits, fibroscopes, laser measurement tools and very basic instruments such as mirrors, torches and tool kits.

4 In concert with the IT Advisor, determine needs / capacity for risk management links into ASYCUDA and other Customs software. This may include recommendations for proprietary software.

The roll out of the Jordan Customs IT platform is continuing and while all areas in Jordan Customs have access to basic email not all areas have access to the Internet. The Internet is a significant source of information and intelligence and should be utilized by officers assigned to risk assessment and intelligence activities.

There is potential and an apparent eagerness to develop a secure web site for use by Arab customs administrations where information sourced from the World Customs Organization's Customs Enforcement Network (CEN) and other international law enforcement sites can be translated and posted to the site.

Customs has been operating ASYCUDA for five years and a number of the Directorates use modules within the system to monitor and analyse information. There is potential to interface or download the information for analysis and the IT consultants need to explore innovative applications using ASYCUDA as the source.

An examination of the Training Plan 2002 indicates that there is a variety of packages available to staff from Basic English to Microsoft Excel. The Training Directorate might be a useful place to start with identifying creative and talented computer users. These officers might be encouraged to work in the intelligence or risk management areas to support experienced officers engaged in daily assessment of declarations.

Customs will shortly roll out an IT system (CASES) that will provide a basic platform for reporting and storage of information relating to customs offences and incidents at the border. Intelligence and risk management analysts will have access to the CASES system and they need to start developing programs that will assist in identifying non-compliant targets.

While the consultants found a range of statistical information from an Arabic version of the Jordan Customs Annual Report there is tremendous scope to collect other data so that more comprehensive analysis and benchmarking can be undertaken. For example, the Annual Report records the number of vehicles entering and departing Jordan but does not provide any substantive analysis of the compliance rate for vehicles and passengers.

5 Develop and deliver a “train the trainer” type introductory Customs Risk Management Workshop that can then be run by Risk Management staff to assist staff in other areas of Customs to develop an understanding of risk management and to look at its application in their areas.

Prior knowledge of risk management methodology across Jordan Customs has been assessed as low. There is clearly a need for risk management awareness training and specific risk assessment training packages.

The Director, Risk Management currently does not have any capacity to undertake training because the available resources are engaged exclusively on post audit and selectivity tasks that must be attended to on a daily basis.

If risk management is to become an integral part of the organization then there must be resources assigned to promote awareness and deliver basic risk assessment packages for all operational areas.

At this point Customs does not have a national risk management strategy but this will be progressed following the December workshop and the return of the two study tours to the United States and Australia.

Over the next three months a national risk management strategy template will be developed together with a risk management awareness package. At the December workshop the package will be available for the senior executives to review and endorse. The Way Forward sets down the project team’s plan to deliver risk management awareness training in Jordan.

6 Develop and write a national Customs Cross Border Crime strategy that will include application of international best practice. This should at the strategic level address questions like should commercial fraud and criminal smuggling be handled separately or by the same group and to what degree should investigation, enforcement and related areas of activity be centralized? It will also provide tactical and operational advice where appropriate.

Jordan Customs requires strengthening in the enforcement environment of cross border crime. Although few national statistics are kept to identify the extent of illegal movement of goods and people at Jordan’s borders, it is known that smuggling of high duty commodities such as electrical goods, cigarettes and alcohol have come to the attention of the Enforcement Directorate and the border crossings. There have also been isolated cases of the illegal movement of nuclear waste and human body organs.

Customs seizures of Illegal drugs and weapons at the border are immediately handed to the Jordan Anti-Drug Department and the Public Security

Department. Joint agency initiatives between customs and law enforcement agencies, as seen in other international customs organizations, are limited in scope. The practice of joint operations with international and domestic law enforcement agencies needs to be explored further. Internationally, these operations have proven successful through the use of specialist teams of police and customs officers who share joint operational initiatives and have access to new technology to track smugglers.

Intelligence

The key to Jordan Customs' success in strengthening its role in the enforcement of cross border crime is through introduction and ongoing enhancement of an information collection, analysis and dissemination strategy. Namely, an Intelligence system with the ability to strategically, operationally and tactically analyze information.

By adoption of a co-operative approach to information collation and analysis, efficient use of skilled personnel, introduction of modern and integrated data processing systems and application of sophisticated analytical tools, Jordan Customs can create an effective targeting and risk assessment capability.

Jordan Customs currently conducts very limited analysis of information due to an inadequate analytical resource base and insufficient data management systems. Whilst one analyst operates from Risk Management in Customs Headquarters, with some support from Enforcement personnel, and limited ASYCUDA analysis in the ASEZA Customs Zone, there is no real capability to systematically identify risk targets and conduct strategic assessments.

Current data management systems include the national roll-out of ASYCUDA, a Legal Affairs System of Cases, a Risk Management Data Seizure Collection System (trial) and an Enforcement FOXPRO system. These systems are not linked and system deficiencies are exacerbated by two ASYCUDA systems operating in Aqaba (National Customs and ASZEA Zone Customs).

There is limited attention given to cultivating information sources and exchange provisions. Networking and liaison with internal and external stakeholders is minimal. This approach greatly diminishes the organization's ability to determine the level of abuse and extent of revenue leakage. Jordan Customs needs to adopt best practice international strategies of information and intelligence collation and exchange.

Jordan Customs have recognized the need to expeditiously create an Intelligence function. In conjunction with the Consultant, a submission (**see Attachment 7 Appendices 1 & 2**) was presented to the Director-General, who has **approved the proposal** and is now awaiting Planning sign off. It is

expected the function will be developed in the near future which will affect planning and future schedules.

Subsequent analysis will be enhanced through extensive databases of source material enforcement that are heavily weighted towards collaborative intelligence and evidence collection and analysis that expands beyond the courier and has a broader emphasis on targeting co-offenders and organized cross border crime syndicates.

Internationally, a way forward for Jordan Customs in the short term is the need to adopt the recommendations outlined in the Arusha, Nairobi and Kyoto Conventions and apply these to current practices and international obligations.

Provision of resources and subsequent skilling of analytical capabilities is a vital priority. As more resources are attributed to intelligence capabilities, there will need to be an escalating program of national awareness sessions, workshops and training sessions delivered.

Commercial fraud, criminal smuggling and Customs law violation information and intelligence should all be collated and handled centrally for strategic analysis, national risk assessment and target identification. Regional Customs functions should all have access to the data at different levels of security control. Information dissemination and analysis is required to be reciprocal in nature to ensure a coordinated, integrated system and allows for evaluation and feedback on data management issues.

Aspects of external dissemination and access of information, analysis of legal impediments to access and disclosure, creation and upgrades of Memoranda of Understanding and Service Level Agreements, implementation of information hotlines, provision of business and public 'dob-in' facilities and formation of industry and business partnerships are necessary considerations.

Investigation:

Jordan Customs needs to develop an effective and efficient major investigation and enforcement capability to fight major crime. This can only be achieved through the development and use of highly skilled specialist investigation personnel. The approach to be taken is for commercial fraud, criminal smuggling and major Customs law violations to be investigated centrally by one independent body. The new independent investigation capability needs to be reactive and proactive in all facets of major crime.

This can be achieved through the adoption of a co-operative approach to evidence collection and analysis, the introduction of a national investigation referral system, a standardized investigation approach, implementation of a national computerized 'Investigation Case Management System' for

investigations and data processing systems and the ability to prosecute offenders.

Jordan Customs currently conducts minor investigations that are focused upon the initial perpetrator opposed to any organized crime groups. This is due to an inadequate investigation infrastructure and an insufficient case management system. Whilst eight prosecutors operate from the Customs Court, with some support from the Enforcement Directorate there is no real capability to conduct major protracted and complicated investigations. By adopting a specialized approach to investigations coupled with intelligence input, proactive profiling and targeting, Jordan customs can develop and strengthen an effective cross border crime investigation and targeting capability.

A current investigation case management system is non existent. A FOXPRO system is currently being used in the Enforcement Directorate, but it is limited to seizure information only. There are no electronic records that relate to the status of investigations or court prosecution outcomes.

Enforcement networking and liaison with internal and external stakeholders by prosecutors is minimal. This approach greatly diminishes Custom's ability to investigate major crime through its lack of a regional and global investigation and enforcement perspective. Jordan Customs needs to adopt successful international investigation and enforcement strategies such as engaging all relevant regulatory and law enforcement agencies through the sharing of information, joint task forces, coordinated border surveillance and combined response teams.

Provision of resources and subsequent skilling of investigation capabilities needs to be a high priority. As more resources are attributed to investigation capabilities, there will need to be an escalating program of national awareness sessions, workshops and training sessions delivered. This action will ensure appropriate investigation referrals by internal stakeholders such as border directors and external stakeholders such as the Anti-Drug Department and the Public Security Department.

7 Perform an analysis of current relevant capacity and from that produce a draft program of training needs for roll out over the short term (one year) and the long term (three years).

Intelligence:

A true Intelligence function does not currently exist in Jordan Customs. The Risk Management Directorate substitutes a minimal level of analysis for ASYCUDA purposes but that is the real limit of assessment capability.

However, since the Consultants arrival in Jordan on 5 August, and his subsequent assessment and briefings, an Intelligence Capability Proposal has been drafted by Jordan Customs. The proposal plan has been approved by the Customs Director General and is awaiting sign-off by the Jordan Customs Planning Committee.

The proposal recommends the formation of an Intelligence Section with an initial complement of a Head of Section and four officers/analysts. The Head of Section reports to the General Administrative Inspector who reports directly to the Customs Director General. Copies of the Jordan Customs proposal and the Consultant's Intelligence Plan: Program Scope Definition 2002 is at Attachment 6.

To complement this proposal, a draft program of training and staff development needs has been identified, outlined in the following schedule defining the way ahead.

Task	Target Audience	Timeframe
Undertake corporate intelligence awareness workshops	Directors	January 2003
Develop national intelligence plan	Directors	January 2003
Seek agreement to undertake a program of Intelligence development workshops (tactical, operational and strategic), including staff skilling	Director General General Administrative Inspector	January 2003
Conduct skill/competency assessments for analytical staff	Intelligence unit and Customs analysts	Early 2003
Develop competencies and intelligence training and staff development programs	Intelligence unit and Customs analysts	Early 2003 – End 2003

Develop strategy to introduce Intelligence capability into regions and operational sites, including pre-clearance screening of passengers and cargo	All Directorates	Early 2003 – End 2003
Identify tools, equipment and systems to enhance analytical capability	Intelligence unit and Customs analysts	December 2002 – June 2003
Intelligence staff to conduct training sessions in operational areas	All Directorates	June 2003 – December 2003
Implement strategic risk assessment program to highlight national risks and register national projects	All Directorates	June 2003 – June 2004
Undertake a review of Intelligence implementation plan	All Directorates	January 2004 – June 2004
Undertake a review of corporate objectives, business plans, operational outputs, performance outcomes and section outputs	All Directorates	January 2004 – June 2002
Review all Intelligence plans, functions, national capabilities and develop enhanced program of service	All Directorates	2005

Investigations:

A full effective major cross border crime investigation capability does not currently exist in Jordan Customs. The Enforcement Directorate does not conduct investigations. It gathers information on criminal smuggling and reacts upon that information through the execution of controlled searches and subsequent seizures. The Legal Affairs Public Prosecutors have a minor investigation capability for the purpose of administrative settlement of Customs offences. An internal professional standards capability to conduct investigations into allegations of internal corruption does not exist.

A draft program of training and staff development needs has been outlined in the following schedule for the short term and the long term strengthening of a capability to investigate major crime by Jordan Customs. The program dates have remained broad to accommodate project dependencies subject to the review of other strategies being implemented.

Task	Target Audience	Timeframe
Develop national investigation plan (Jordan Customs & ASEZA Customs)	Directors	Mid – Late 2003
Assessment professional standards (Jordan Customs & ASEZA Customs)	Director General ASEZA Zone Customs	Mid-Late 2003
Seek agreement to undertake a program of Investigation development workshops including staff skilling	Director General Head Public Prosecutor	Mid - Late 2003
Conduct skill/competency assessments for investigation staff	Public Prosecutors Enforcement Directorate	Mid – Late 2003
Develop written SOPs	Public Prosecutors	Mid – late 2003
Develop Communication Plan including agreements between investigation and Internal/External Stakeholders	Directors External Stakeholders	Mid – late 2003
Develop competencies and investigation training and staff development programs	Customs Training Center Head Public Prosecutor	Mid – late 2003
Develop program for assessing and introducing equipment and systems to enhance investigation capability	Public Prosecutors Enforcement Directorate	Mid – late 2003
Implementation of the new investigation capability into the corporate structure.	Director General Directors	Mid – Late 2003
Phased training in the use of investigation equipment.	Investigation capability	Mid – Late 2003
Investigation staff to conduct awareness sessions in all operational areas	All Directorates	Mid – Late 2003
Develop and implement Fraud Control Plan	All Directorates	2004
Undertake a review of Strategic Investigation Implementation plan	All Directorates	2004
Review all investigation plans, functions, national capabilities and develop enhanced program of service	All Directorates	2005

- 8 Establish the needs of investigation and enforcement personnel for specialist equipment (i.e. Encrypted HF radio network, cameras, vehicles, etc) and develop a schedule for their introduction that will include any prerequisite training or infrastructure requirements over the short term (one year) and the long term (three years). These should be incorporated in the Customs Center of Excellence arrangements wherever possible.**

Intelligence

As the Intelligence capability develops there will be a need to supply the Amman headquarters staff with basic equipment as well as multimedia personal computers (5) with access to Internet, Email, secure Internet, including colour printer, scanner and mobile telephones (5) and use of a motor vehicle.

To complement analytical capabilities, consideration will need to be applied to the following:

- Desk top computers with secure internet access and e-mail
- Lap top computers for use in the field with printers and scanners
- Digital cameras to allow for collation and transfer of graphics and suspect information, including smuggling 'hides', illegal activity methods of operation, false identities, transport risks, suspect personnel, etc.
- Video cameras as a means of recording modus operandi and methods of concealment and illegal activity, as well as surveillance requirements.
- Encrypted HF radio network: There is a need for Intelligence and surveillance units can communicate sensitive information.
- Voice recording equipment for Intelligence and surveillance for enforcement purposes.
- Transcribing equipment to convert audio recordings to type written records;
- Enforcement equipment including night lights, torches, HF Radios, mobile telephones, transport, etc
- Hand held computers and /or PALM recorders for data collation and storage and an ability to link to desktop equipment.

The specialist equipment will be identified and introduced in a phased process. The first areas to be developed are Customs headquarters and the Amman surveillance capability currently residing with Enforcement Directorate.

However, a coordinated approach will be applied with regard to operational areas, depending on the timeframes for development of an intelligence database and sufficient training and development of analysts and relevant personnel.

The basic premise is once the database is implemented, then an expedited introduction of a standard Information Report with appropriate operational

procedures and policies to be planned.

And then expedited skilling of Intelligence analysts and other analytical resources to ensure rapid development of risk identification and targeting. Timelines for accelerated implementation will be affected by planning and introduction of X-Ray machines throughout Jordan (expected April 2003).

As part of rapidly building the value of the Intelligence database, the following considerations will affect planning and co-ordination:

- Downloading of all current data held in computer systems (violation cases, enforcement data, etc)
- Assessment and downloading of historical data from all Jordan Customs sites (drawn from hard copy records, electronic data systems, anomalies, input from staff, input from external agencies, input from international sponsors and partners (WTO, WCO, international law enforcement agencies, etc)
- Provision of access and disclosure to information and intelligence
- Integration with other Customs data management system, with a high priority to linking the Intelligence database system with ASYCUDA and other Customs processing systems
- International short-term IT consultants will be visiting Jordan in October 2002 to provide advice and input to the process
- Provision of electronic lodgement of Information Reports
- Provision of electronic outputs, reports and statistical data for Customs management, risk management and targeting purposes
- Provision of rapid advice and assistance to clients and stakeholders
- Design and supply of system user manuals

Investigations

This objective was achieved by inspecting the current investigation environment within the Enforcement Directorate and the Public Prosecutions Section with the view of strengthening the investigation of major crime by Jordan Customs.

The identified equipment needs have been developed to accommodate the new independent investigation capability opposed to Jordan Customs current enforcement environment. It is worth noting that the equipment needs for investigation and enforcement personnel will grow with the introduction of national intelligence and proactive profiling and targeting. As the investigation capability develops there will be a need to equip Investigation staff with the following:

- Vehicles to transport investigators nationally;
- Desk top computers with secure internet access and e-mail;

- Lap top computers for use in the field with portable printers and scanning heads;
- An access database with server to service Investigation needs, such as a Case Management System, etc.
- Investigation and analytical software such as a Case Management System, GEMS, Flowcharter, Analyst Notebook Version 5;
- Microsoft Office software including Microsoft Project for planning investigations;
- Digital cameras and video cameras to strengthen evidence collection in line with international best practice. The cameras are of particular benefit during the execution of searches and the seizure of smuggled goods. Selected images may have a further use as an education and awareness tool.
- Video cameras for international best practice as a means of accurately recording interviews of complainants and alleged offenders for integrity reasons.
- Encrypted HF radio network: There is a need for the Enforcement Directorate and the new investigation capability to have encrypted HF radio networks to assist the detection and apprehension of smugglers.
- Voice recording equipment. There is a need for investigators to follow international best practice and audio record interviews with alleged offenders rather than continue with current practices using a scribe to record interviews;
- Transcribing equipment to convert audio recordings to type written records;
- Search and seizure equipment including night lights, torches, mobile telephones, evidence storage bags, barcodes, evidence receipts, customs numbered seals, etc.
- Field equipment storage and carry bags;
- Surveillance equipment where deemed appropriate, depending on Intelligence function capabilities and the need for Investigation to conduct there own surveillance.
- Exhibit storage facilities and equipment in accordance with international best practice standards.

The specialist equipment will be identified and introduced in a phased process as the investigation capability expands. Each phase shall be accompanied by a coordinated approach to the training needs of the investigator's use of the equipment. The successful implementation of specialist equipment for investigation and enforcement personnel is dependent upon the following:

- Approval, support and commitment from Jordan Customs Senior Executive;
- Approved funding by the AMIR program;
- Implementation of strategic initiatives such as national intelligence and

- proactive profiling and targeting; and
- Recognition and the implementation of the new investigation capability within Jordan Customs.

9 In concert with the IT Advisor, determine needs / capacity for special links into ASYCUDA and other Customs software. This may include recommendations for proprietary software.

Intelligence

An analysis of current software reveals a range of unconnected systems and plans to implement a range of computer programs, some based on sequel servers, some stand-alones, which will require planning, assessment and integration from a 'whole-of-Jordan' perspective. As the ASYCUDA system becomes more national and co-ordinated, other systems will need to be compatible from an enforcement and intelligence point of view.

Discussions have been held with IT areas of Jordan Customs and ASEZA Customs, as well as the Jordan Institute of Standards & Metrology and other external agencies to consider information exchange and direct, restricted and controlled access to agencies databases.

- An access database with server to collate and store information
- Analytical software tools such as:
 - Flowcharter
 - i2 platforms
 - Analyst Notebook Version 5
 - Datamining and datamatching tools such as Audit Command Language and other software
 - Stand-alone data research tools
 - Plotters, printers, scanners, CD burners as required
 - Microsoft Office software including Microsoft Project for planning, Powerpoint, Access Database, etc.

The current systems in place, including ASYCUDA, the Data Seizure Collection System, the Cases System and other databases, are not integrated. Feasibility studies will be conducted, in conjunction with Jordan Customs IT Directorate and AMIR consultants as to progressing an accessible and co-ordinated system.

Other impacts include possible provision for external agencies to access Jordan Customs software programs. Discussions with Jordan Institute of Standards & Metrology and other partners have identified a preferred need to have access to certain defined Customs systems for treatment purposes, increased access to information and reductions in duplication and impediments

to business facilitation. For instance, with up to 5 agencies interested in imported cargo, multiple examinations may be conducted causing great delays, multiple re-packs and increased costs to business. These barriers to a streamlined process will need to be examined.

International short-term IT consultants will be visiting Jordan Customs as part of the AMIR 2.0 project in October 2002 to examine, assess and report on current computer functions and capabilities. As part of this process, the Intelligence database and associated programs, including ASYCUDA, will be evaluated.

The recommended introduction of enhanced software analyst tools will also be examined. This will include feasibility for i2 and Analyst Notebook Version 5 introduction and integration, Flowcharter software and other programs.

The advice from the consultants and the Jordan Customs IT and ASYCUDA management teams will be keenly sought as to optional packages available and provision of licensing, training, workshops and workplace consolidation.

Investigations:

This objective was achieved by inspecting the range of facilities available in the various directorates within Jordan Customs and assessing their Information Technology (IT) system needs relating to investigation case work.

The findings of these inspections concluded that there are no specific IT systems in use within Customs that nationally stores data associated with case management of investigations. There is one stand alone IT system currently being used by the Enforcement Directorate that records all the directorate's seizures and case conviction records relating to minor offences. It is important to note that the Enforcement Directorate does not conduct investigations. It conducts preliminary inquiries to gather basic evidence to support fines imposed by the Enforcement Director. Any further inquiries are mostly conducted under the supervision of the public prosecutors upon referral of more complicated Customs offences.

The public prosecutors who conduct minor investigations do not keep electronic prosecution data for statistical or any other purposes. There are no electronic case management systems in existence in Jordan Customs that record the progress of investigations from referral through preliminaries inquiries and investigation to prosecution and conviction.

Future consideration should be given to developing and implementing an IT 'Investigation Case Management System' initially for the prosecutors in the short term that may be either linked into ASYCUDA or other Customs software. The

data stored in this system may include full details of the offence, the perpetrators and associates, resources employed, costs associated with the investigation, prosecution and conviction details etc. The system would have to remain flexible and fluid in design to accommodate further long term system developments associated with any change implementation of the current investigation structure towards a more strategic cross border crime capability within a new investigation capability.

10 Review current international and domestic agreements/MOUs on Customs Cross Border Crime matters and advise where changes or further agreements would enhance Customs capacity. Draft in point form key aspects of such MOUs.

Intelligence

All Memoranda of Understanding and Service Level Agreements will be reviewed where such arrangements exist. These include the General Customs Department and the Aqaba Special Economic Zone Authority, the Ministry of Interior and Aqaba Special Economic Zone Authority, etc.

Where agreements do not currently exist, evaluation for provision of such agreements will be undertaken. These agreements are vitally important for the integrated approach to risk management and intelligence, especially in regard to external partnerships. Agencies considered critical for agreement include the General Intelligence Department (Anti-Corruption Department), Syrian Customs, Saudi Arabian Customs, Iraqi Customs and other relevant partners.

Impacts and obligations of international agreement memberships will also be examined. These include:

- | | |
|-------------------------------------|--|
| ➤ World Trade Organization | Effective since April 2000
Tariff reductions, FTZ impacts |
| ➤ EU – Jordan Association Agreement | Effective May 2002
EU free trade (within 12 years) |
| ➤ Arab Free Trade Agreement | Effective January 1998
Arab Free Trade status by 2008 |
| ➤ US – Jordan Free Trade Agreement | Effective December 2001
Duty free within 10 years |
| ➤ Qualifying Industrial Zones | Effective since 1996
Seven zones duty free into the US |
| ➤ Aqaba Special Economic Zone | Created in 2001
Duty free zone in Aqaba area |
| ➤ Jordan – Kuwait Transport Pact | Effective 2002
Trade boost through lower charges |

Investigations

Although written Memoranda of Understandings (MOU's) exist between the Aqaba Special Economic Zone and the National Customs Department and the Ministry of Interior, further strengthening of agreements may be desired in line with the final recommendations of this report. Therefore this objective will take some time to resolve.

With the agreement from Jordan Customs Senior Management to develop a major crime investigation capability there will be a need for strategic agreements to be implemented internally within Customs as well as externally with other Jordan government departments and international partners.

Internally Customs would benefit by having all the border crossings enter into an agreement with the new investigation capability associated with major crime in particular the detection of smuggling. This may include strengthening communications and sharing information nationally on smuggling seizures. A system of reporting and referrals are necessary to enhance enforcement capabilities.

The new investigation capability would benefit by entering into an agreement with the Enforcement Directorate who can provide enforcement support to the investigators such as search and seizure assistance.

Internal agreements relating to education and awareness training may be necessary between the new investigation capability and the Enforcement Directorate and the Public Prosecution Section to strengthen the prevention, detection and investigation of commercial fraud and associated smuggling crimes in Jordan.

An MOU would jointly benefit Customs and the Anti-Drug Department and the Public Security Department in the prevention, detection and prosecution of drug and weapon smugglers. Currently all drug and weapon seizures are handed over to the Anti-Drug Department and the Public Security Department, who in turn investigate and prosecute the offenders.

Given the current arrangements regarding the hand over of drugs and weapons to the Anti-Drug Department and the Public Security Department, it is appropriate to formalize this arrangement by an MOU. The MOU should address the actual procedures in order to ensure transparency and accountability of the process.

THE WAY FORWARD

The way forward is summarized in the body of the report, included in recommendations and outlined in training and staff development schedules included in the report:

Risk Management at Page 13/14

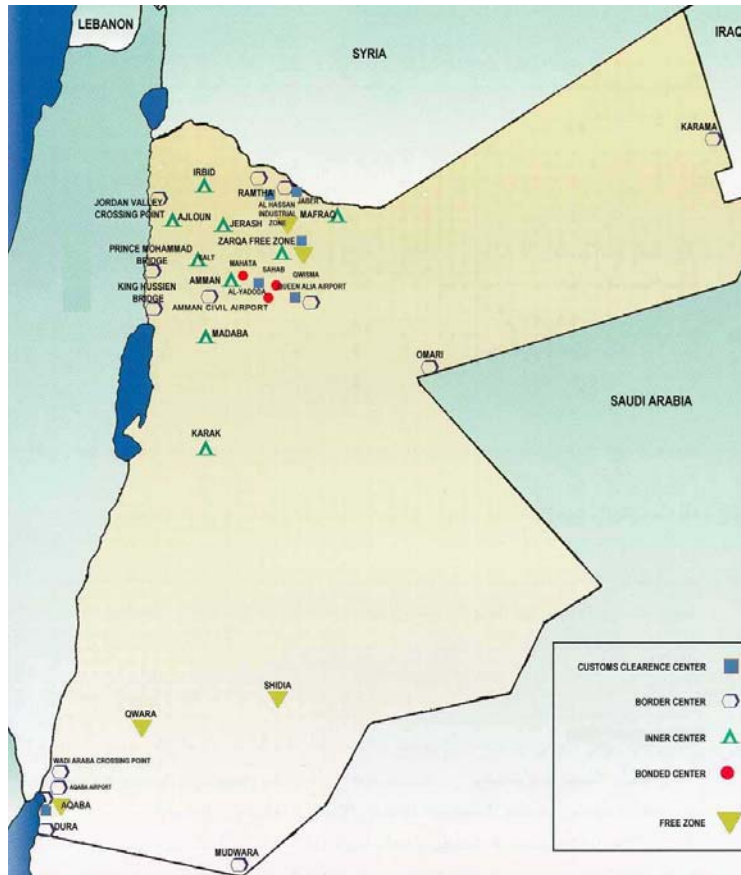
Intelligence at page 21/22

Investigation at Page 23

These schedules are 'works-in-progress' and will be adapted to accommodate corporate, business, operational, divisional and sectional policies, functions and structures as Jordan Customs moves forward strategically. As ASEZA Customs develops and enhancements introduced, the schedules will also include enhancement programs relevant to these improvement strategies.

ATTACHMENT 1

Map of Jordan



Site Visits

Jordan Customs Headquarters, Amman
 Queen Alia International Airport, Amman
 Aqaba Customs Laboratory, Aqaba
 Amman Customs Office, Amman
 Enforcement Directorate Office, Amman
 Jaber Customs Office (border with Syria)
 Aqaba Special Economic Zone, Aqaba
 Port of Aqaba, Aqaba
 Aqaba Airport, Aqaba
 Wadi Araba Customs Terminal (border between Jordan and Eilat, Israel)
 Dead Sea Check Point, Aqaba
 Wadi Al-Yetum Customs Terminal, Aqaba
 Dereh Check Point, Aqaba (border with Saudi Arabia)

ATTACHMENT 2

REPORTS and RESEARCH MATERIAL

AMIR Technical Proposal

AMIR 1.0 Final Report

Kyoto Convention, General Annex Guidelines, Chapter 6

Kyoto Convention, Guidelines to Specific Annex H, Chapter 1, Customs Offences

Kyoto Convention, Guidelines to Specific Annex E, Chapter 1, Customs Transit

Customs Reform and Modernisation – Illustrative Work Plan V3

Ministry of Finance - Customs Department Strategic Plan 2001-2003

Ministry of Finance - Customs Department Training Plan 2002

AMIR Final Report Customs Transit Assessment July 2001⁶

World Bank Appraisal Report February 1995⁷

AMIR Final Report Baseline Efficiency Study of Jordanian Customs 1998⁸

The Hashemite Kingdom of Jordan Customs Law No.(20) 1998

Aqaba Technical Assistance Support Project, Audit Report, Inspectional and Warehousing Facilities⁹ March 2002

AMIR Final Report Establishment of a Centre of Excellence June 2002¹⁰

Ministry of Finance of Customs Department – Training Plan 2002

Ministry of Finance of Customs Department – Strategic Plan 2001-2003

The Jordanian Economy: Country Report – May 2002¹¹

⁶ Author David Burrell

⁷ Author Bert C. Cunningham

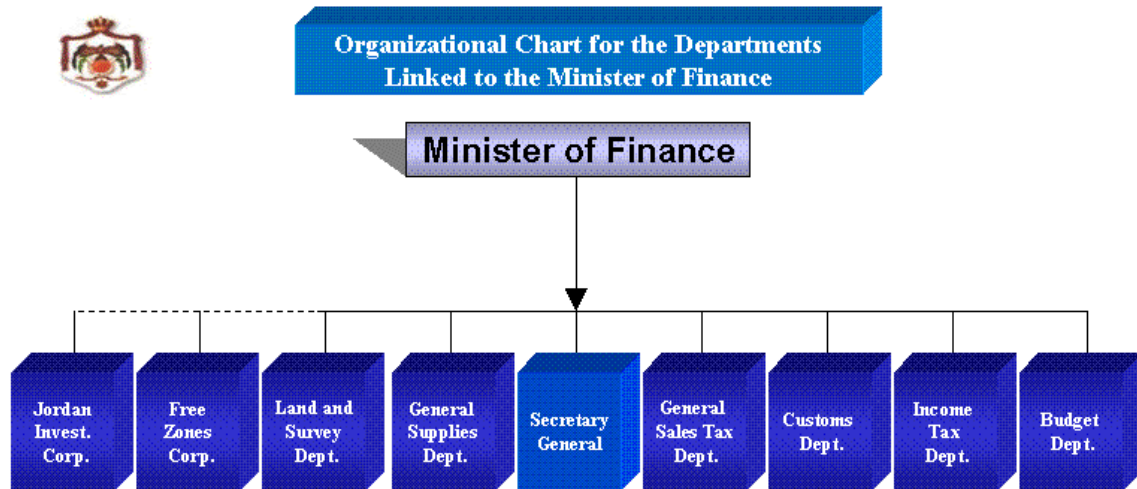
⁸ Author Bert C. Cunningham

⁹ Author Harry S. Marr

¹⁰ Authors John Knott and Alan Wilson

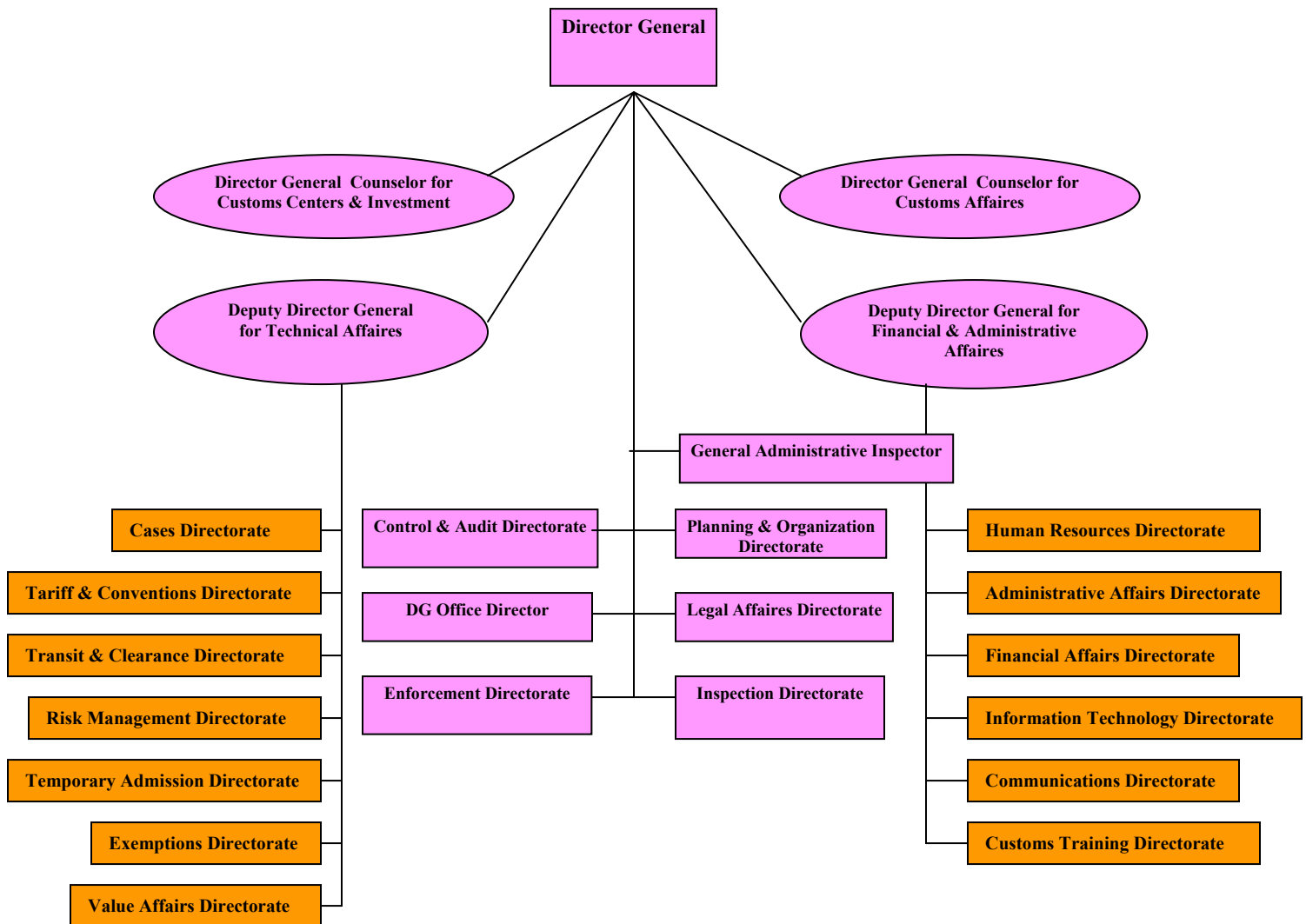
¹¹ 2002 Export & Finance Bank

ATTACHMENT 3



ATTACHMENT 4

Jordan Customs Organizational Structure



ATTACHMENT 5

Proposed Training Packages

Risk Management Awareness
Risk Assessment and Targeting
Land Border Operations
Land Passenger Assessment and Search
Vehicle and Truck Search
Airport (Passenger) Operations
Ticket Reading Course
Airline Reservation/Departure Control Systems
Body Language and Syntonics
Internal Conspiracies at Airports and Seaports
Searching Containers
Searching Vessels
Maritime Environment and Awareness Training
Intelligence Analyst
Information Collection
Introduction to Intellectual Property Rights
Operational Command training
Photographic Training for Customs Officers
Radio Communication Protocol Training
Investigation Training
Surveillance Training
Analyst Notebook Version 6 Training (subject to software licensing)
Audit Command Language Training (subject to software licensing)
Air Cargo Manifest Screening & Targeting Training
Manifest Screening & Targeting Training
Integrity & Awareness Training

ATTACHMENT 6

Schedule For Organisational Strengthening Project – Risk Management

The schedule is summarized in the body of the report, included in recommendations and outlined in training and staff development schedules included in the report:

Risk Management at Page 13/14

Intelligence at page 21/22

Investigation at Page 23

These schedules are ‘works-in-progress’ and will be adapted to accommodate corporate, business, operational, divisional and sectional policies, functions and structures as Jordan Customs moves forward strategically. As ASEZA Customs develops and enhancements introduced, the schedules will also include enhancement programs relevant to these improvement strategies.

ATTACHMENT 7

**Scoping paper titled 'Development of an Intelligence capability –
Program Scope Definition 2002**

Jordan Customs

Development of an Intelligence Capability

Program Scope Definition 2002



Consultant:
Michael KRSTIC

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Development of an Intelligence Capability

Organizational Strengthening Project

1 Preamble

The following intelligence strategic plan targets primarily the “core intelligence functions”, namely the strategic, operational and functional components. The report includes internal and external environmental factors, addressed current capabilities and includes references to information exchange and networking and access and disclosure requirements

As part of the USAID-funded Access to Microfinance & Implementation policy Reform 2.0 (AMIR II 2.0) program, a continuance of the Customs Reform and Modernization (CRM) program to progress the strategic tasks related to ‘cross border crime’ areas has been developed. An identified need existed for an integrated and pro-active enforcement capacity through design and implementation of best practice training, equipment and staff. This strategy includes analysis of current relevant capacity and identification of a draft program of system, skilling and equipment implementation to successfully implement an intelligence capability as part of enforcement enhancement.

Program Name: Enhancement Program: Intelligence Capability Enforcement:	Client: Chemonics International Inc, The Services Group (TSG) and Jordan Customs
Proposed Budget: Not stated	Proposed Dates: Short term (1 year) and Long Term (3 years)

2 Executive Summary

The objective of this Program Scoping Submission was to identify the key components necessary to design and implement an effective intelligence capability within Jordan Customs. As part of compiling recommendations, the report also examines the current capability and future direction for Jordan Customs in respect to intelligence activities.

The findings revealed a range of varying degrees of information analysis activity being practiced in Jordan Customs and limited risk management being applied within ASYCUDA¹². But there is no current scope for integrating risk

¹² ASYCUDA – UNCTAD system for use by Customs administrations to facilitate trade.

management and intelligence data management systems to improve effectiveness, efficiency and targeting. The capability should provide strategic, operational and tactical support to selectivity criteria for compliance management systems, including ASYCUDA, the Data Seizure Collection System, System of Cases and other databases throughout Jordan.

Information in various forms is collected across the organization and IT support is being provided to enable the information to be stored and recovered by operational personnel. There is currently no Intelligence Directorate but there is limited analysis of data being undertaken for input to ASYCUDA. **A current proposal by Jordan Customs is to create a specific Intelligence capability to service the Customs needs of the Kingdom (see Appendix 1 & 2).**

The assessment of current capability indicates a shortfall in relevant competencies in Intelligence activities. Jordan Customs has the opportunity to assume the mantle of a 'role model' in the region, but this will largely depend on its commitment to the change process and its ability to implement the new initiatives across the organization.

It is recommended Jordan Customs create a distinct Intelligence function capable of:

- Design of an information data input form for electronic or other submission to the Intelligence function
- Developing a data storage system to accommodate information, with appropriate accountability mechanisms
- Develop analyst competencies and deliver a range of training and staff development workshops to skill staff
- Strategic, operational and tactical analysis of data
- Dissemination of information and intelligence
- Provision of policy and advice on access and disclosure of information and intelligence (subject to appropriate levels of security)
- Identifying integration opportunities for intelligence data systems with other Jordan Customs computer systems where appropriate
- Identification of national strategic risks and implementation of National Operations to combat threats
- Input to Jordan Customs risk management capabilities
- Providing advice and assistance to clients and stakeholders
- Developing internal and external networks to maximize effectiveness
- Provide reports to management on Intelligence and risk identification
- Provide input to Jordan Customs business analysis risks through identification of weaknesses in business and system processes and procedures
- Providing analytical expertise to clients and stakeholders
- Dealing with departmental requests for information

- Developing a close working relationship with Jordan Customs enforcement capabilities

3 Introduction

The objective of the AMIR 2.0 Customs Reform and Modernization project is to promote best practice in customs administration, in particular development and implementation of a Customs Cross Border Crime strategy adopting international best practice strategies.

Drawing on a broad range of references, reports, experience and assessment, an urgent need for an effective Intelligence function has been recommended to identify risk targets for treatment in a business environment of expedited trade facilitation and a streamlined public sector.

The Government expects a customs administration to monitor all goods and people entering the country to ensure the correct amount of revenue is collected on goods and that national interests are adequately safeguarded. This is where an effective Intelligence capability can provide an invaluable resource to identify targets and apply risk management principles to control and trade facilitation.

In a rapidly changing global community Jordan Customs must modernize, automate and develop new competencies across the entire organization. It must develop risk targeting capabilities and be able to demonstrate an ability to lead, think strategically and be creative.

To complement the development of a learning organization, a number of the Senior Executives from Jordan Customs will be undertaking AMIR sponsored study tours to the United States and Australia later this year. The participants will have the opportunity to see and discuss a range of Intelligence operations with practitioners. It is anticipated that these study tours will provide the impetus for change in Jordan Customs and it is proposed to hold workshops on their return and to seek commitment for a number of strategies relating to intelligence.

The Consultant drew on a variety of reports and documents in researching the operations of Jordan Customs, including but confined to:

AMIR Technical Proposal

AMIR 1.0 Final Report

Kyoto Convention, General Annex Guidelines, Chapter 6

Kyoto Convention, Guidelines to Specific Annex H, Chapter 1, Customs Offences

Kyoto Convention, Guidelines to Specific Annex E, Chapter 1, Customs Transit

Customs Reform and Modernization – Illustrative Work Plan V3

Ministry of Finance - Customs Department Strategic Plan 2001-2003

Ministry of Finance - Customs Department Training Plan 2002

AMIR Final Report Customs Transit Assessment July 2001¹³

World Bank Appraisal Report February 1995¹⁴

AMIR Final Report Baseline Efficiency Study of Jordanian Customs 1998¹⁵

The Hashemite Kingdom of Jordan Customs Law No. (20) 1998

Aqaba Technical Assistance Support Project, Audit Report, Inspectional and Warehousing Facilities¹⁶ March 2002

AMIR Final Report Establishment of a Centre of Excellence June 2002¹⁷

Ministry of Finance of Customs Department – Training Plan 2002

Ministry of Finance of Customs Department – Strategic Plan 2001-2003

The WTC Arusha Declaration 1993

4 Program Goal

The focus of the intelligence strategic plan is based on the following understanding:

- The broad goal is to provide Jordan Customs with the capability to deliver a full range of Customs intelligence functions within Jordan to establish the necessary working relationships with internal and external partners. This will involve putting in place the necessary framework to ensure governance, business facilitation, cargo and passenger controls, risk assessments, targeting and evaluation of systems, tools and skills were considered.
-

Drawing primarily on research and consultations with a broad variety of Customs and related personnel, this report presents a draft strategic bridge for 2002-2004, to be finally adopted by stakeholders and implemented within the framework proposed hereunder.

5 Program Objectives

- In order to achieve the stated goal, the intelligence development project will address the following objectives:

Primary

- Complete the concept analysis to identify an intelligence 'best practice' model for Jordan Customs

¹³ Author David Burrell

¹⁴ Author Bert C. Cunningham

¹⁵ Author Bert C. Cunningham

¹⁶ Author Harry S. Marr

¹⁷ Authors John Knott and Alan Wilson

- Brief Jordan Customs on the preferred model and conduct awareness sessions on the system, processes, tools and skilling required
- Assess and ensure current compliance with Kyoto and other international standards and suggest strategies for raising the standard of performance to meet the standards
- Provide Jordan Customs and Chemonics/TSG with a comprehensive report on current findings and recommendations as to planning and implementing an international best practice strategic, operational and tactical model for an intelligence capability
- Establish and implement an organizational strengthening project to support the development of systems, processes, tools and skilling
- Establish a professional development program to provide for the acquisition of the full range of skills and knowledge, including identification of analyst competencies, provision of awareness sessions, workshops, training and workplace reinforcement.
- Secondary:
 - Establish and reinforce internal and external networks
 - Provide access to consultancy services, training and staff development to all areas of Jordan Customs and business and service partners
 - Provide mechanisms for awareness of the capability including promotion of benefits to Jordan business, the public and create an environment any information relating to suspect activity is welcomed and necessary.
 - Provide advice and assistance to relevant and interested stakeholders

6 Scope Statement

The Intelligence functions are designed to provide Jordan Customs with the capability to deliver the full range of intelligence services to customers, clients and stakeholders.

The function will provide access to information and intelligence, dissemination of data, access to data, advice and assistance with research, conduct analysis, identify national risks, prioritize national risks, recommend national risk projects, provide strategic risk reports to senior management to allow for compliance and operational planning and provide input to risk management requirements.

7 Constraints

- Current resource limitations
- Current confusion with risk management roles and responsibilities
- Analyst skilling (long term strategy)
- Reluctance by Jordan Customs staff to complete information reports
- Development and evaluation of a suitable data management system (the current trial with the Data Seizure Collection System a promising start)
- Integration of data management with other Customs computer systems
- Ownership of information issues
- Inability to identify risk, violations, smuggling, suspicious activity
- National focus on agreed strategic risk issues (integrated approaches)
- Lack of awareness of international enforcement networks, information and assistance
- Inability to provide electronic lodgment of standard information reports
- Lack of Mutual Assistance Agreement, MOUs, Service Level Agreements
- Officer incentive scheme
- Insufficient analytical tools (Analyst Notebook V5, Audit techniques, etc)
- Executive/Management commitment to expeditious implementation
- Lack of alignment with national priorities
- Insufficient provision of sophisticated and effective intelligence monitoring equipment to identify potential illegal behaviour (X-ray machines, lonscans, etc)

8 Assumptions

- Executive/management fully support the development and implementation of a professional and effective intelligence capability
- Jordan Customs is committed to adhering to Kyoto 2000 Convention and other international obligations
- Resources will be provided to expeditiously implement an intelligence capability
- Appropriate IT platforms will be designed and developed, including appropriate security requirements of information and access
- When fully operational and effective, Jordan Customs will share and exchange information and advice with external agencies

- Executive/Management will promote an information exchange and sharing philosophy with other Customs jurisdictions
- Customs will initiate development of MOUs with other agencies and Mutual Assistance Agreements with other countries
- Customs will not rely solely on ASYCUDA as the only risk assessment mechanism for targeting
- An expectation all Customs staff in Jordan will be information collectors
- Customs to promote a mechanism whereby the public and business fraternity will provide information relating to suspect activity and Customs violations

9 Related Projects

- Risk Management review and implementation
- Enforcement/Investigation Review and implementation
- Capability Enhancement program:
- Organizational Strengthening project
- Kyoto Compliance & Assessment project
- Professional Development Project
- Governance project
- AMIR 2.0 project
- Technical Assistance Support Project

10 Program Risks

- The following risks to the project have been identified. They will be analyzed, evaluated and treatments applied as the outcome of a more streamlined and effective approach emanates
- External Impacts:
 - Government focus may change
 - Reluctance for Officers to accept change management principles
 - Information overload, inability to deal (sort, prioritize, analyze)
 - Lack of information
- Failure to deliver goals:
 - Inadequate management of the function
 - Poor cooperation/integration from corporate, management and staff
 - Inability to attract suitable staff to the function
 - Inability to attract short-term experts to support capability development
- Failure to deliver robust outcomes:
 - Inadequate use of resources and partners
 - Inadequate management of the project

- Failure to achieve the desired level of ethics and integrity:
- Pressure by vested interests to not disclose information (internal and external)
- Lack of support from key stakeholders for a system of integrity

11 Broad Strategies

- The following broad strategies will be adopted. Once the scoping document is ratified and accepted, the strategies will be expanded into a detailed schedule of work.
- Establish an Intelligence manager responsible for outcomes
- Identify a program champion
- Implement the project:
- Identify and implement appropriate information technology systems
- Draft intelligence staff capabilities (Head of Section and 4 staff)
- Identify and recruit suitable staff
- Identify and document the competencies
- Plan awareness sessions (intelligence, governance, business analysis, targeting, servicing, networking, interaction, agreements, information exchange, accountability, audit trails, request for information provisions, etc)
- Plan basic intelligence training (skilling, access, disclosure, law, regulations, information exchange requirements and limitations, joint analysis, security)
- Identify integration and linking of Customs information technology systems
- Plan integrity and ethics training
- Plan enhanced intelligence training (surveillance)
- Identify system tools for adoption (Flowcharter, Analyst Notebook, ACL, basic accounting, etc)
- Plan for storage and dissemination of hard copy documentation
- Plan for provision for encrypted message dissemination
- Plan for provision for information hotlines (dob-ins, etc)
- Plan for regional capabilities, including provision for access, disclosure and ability to pre-screen documentation for risk
- Establish a comprehensive communication plan to keep all stakeholders fully informed of all steps in the program. This plan includes promotion and awareness and development of webpages and information bulletins.
- Plan and implement the organizational strengthening project:
- Identify the organizational structure, systems, procedures, tools and skills required
- Procure systems, tools and resources
- Acquire human resources

- Skill officers
- Plan and implement coordination with Jordan Customs and ASEZA Customs:
- Information systems
- ASYCUDA, System of Cases, FOXPRO, Data Seizure Collection System, other
- Risk management, compliance management and enforcement
- Assess against international and national benchmarks (Kyoto, Arusha, etc)
- Ensure evaluation and feedback mechanisms in place
- Plan and implement the Professional Development Project:
- Identify and document the competencies
- Identify and develop training modules
- Deliver training
- Plan and implement a program monitoring process
- Design and introduce a standard Information Report which can be lodged electronically or hard copy (facsimile, email, mail, etc)
- Design and introduce standard reports (strategic assessments, project initiation briefs, project management reports, national operation submissions, etc)

12 Quality Criteria

- The following criteria will be used to guide the delivery of quality outcomes:
- The International Customs Center
- Total Customs Management (TCM) blueprint for Modern Customs Administration
- Kyoto 2000: Simplification and Harmonization of Customs Procedures
- General Agreement on Tariff & Trade (GATT)
- Arusha Declaration: Integrity and Ethics

13 Action Plan

Target Indicators	2002	2003	2004	2005
Systems	September>	Ongoing	Ongoing	Ongoing
Processes	Late 2002	Ongoing	Ongoing	Ongoing
Tools		Ongoing	Ongoing	Ongoing
Skilling	Late 2002	Ongoing	Ongoing	Ongoing

A Summary Action Plan and Allocation of Responsibilities

Component	Action	Parties Involved
Product Development: Systems	<ul style="list-style-type: none"> -Identify and implement key information technology systems -Identify and implement integrated program of information technology systems - Design and implement standard Information report and lodgment processes -Design and implement standard output reports (strategic risk assessments, national projects, etc) 	<ul style="list-style-type: none"> - Jordan Customs: General Administrative Inspector, staff and relevant stakeholders Consultants
Product Development: Analyst Tools	<ul style="list-style-type: none"> - Identify analyst tools to enhance ability to identify illegal activity (i2 databases, Analyst Notebook, Flowcharter, Audit Command Language, datamining, datamatching, etc) 	<ul style="list-style-type: none"> -Jordan Customs: General Administrative Inspector, staff and relevant stakeholders Consultants
Resources: Skilling	<ul style="list-style-type: none"> - Draft intelligence competencies and design and deliver analyst training and staff development programs - Design and deliver associated staff training packages (ethics, integrity, surveillance, security, legal issues, access, disclosure, networking, MOUs, Service level Agreements, International Mutual Assistance Agreements) 	<ul style="list-style-type: none"> Jordan Customs: General Administrative Inspector, staff and relevant stakeholders Consultants
Resources: Equipment	<ul style="list-style-type: none"> Office, equipment, computers, supplies, transport, databases, etc - Carry out impact assessment and evaluation plan for each phase. 	<ul style="list-style-type: none"> Jordan Customs: General Administrative Inspector, staff and relevant stakeholders Consultants

14 Project Manager

General Administrative Inspector

15 Sign Offs

16 Appendix 1: Intelligence Capability Proposal (Jordan Customs)



The Hashemite Kingdom of Jordan
Ministry of Finance/Customs

To: His Excellency Director General

Date: 28/08/2002

From: General Administrative Inspector and Director of Planning & Organization

Subject: Establishment of Customs Intelligence Section

- As the role of the Customs Department has changed from levying customs duties/taxes to protecting the economic and social security as well as combating smuggling, and as risk management has become an essential element in the customs operation, it has become obvious that we must activate the work of customs intelligence.
- A Customs Intelligence Section may be established and be connected to the Director General through the General Administrative Inspector. This section may invest all the Department's possibilities regarding information, and make use of all external information sources (paragraph 5-d) of the attached study, in order to upgrade the efficiency of customs intelligence work in the Customs Department so as to deter corruption and combat smuggling.
- Please find attached a study showing how to establish the section and providing it with the necessary staff and equipment.
- Will your Excellency please have a look at this study and approve what has been mentioned therein, and instruct each of the Administrative Affairs Directorate and the Human Resources Directorate to supply the proposed staff and equipment.

Please accept your Excellency our highest consideration.

Marwan Gharaibeh
Director of Planning & Organization

Abdul-Munem Khuleifat
General Administrative
Inspector

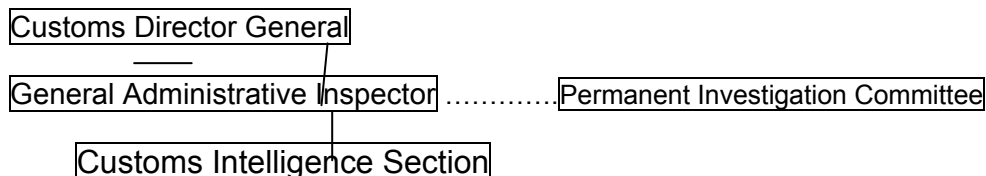


Figure No. (1) – Position of Section on the Organizational Structure of the Dept.

1. Mission of the Section:

To upgrade the efficiency of customs intelligence work in the Customs Department so as to deter corruption and combat smuggling.

2. Tasks of the Section:

Collect information from internal and external sources.

Information analysis and processing.

Pass the processed information (intelligence) to the concerned parties.

Follow up the implementation with the concerned parties.

Study the case and benefit from the results, and circulate it to the related parties.

Manage the confidential sources (recruitment, follow up, motivate, ...)

Submit reports.

3. Qualification of staff:

First university degree

Customs experience no less than 5 years

Good command of English

Computer efficiency and using the INTERNET

Perfect in collecting and analyzing information (statistics and other)

Ability to communicate

4. Number of staff: 4 officers + Head of Section**5. Requirements:****A. Supplies:**

- 5 full multimedia PCs: one for the Inspector and 4 for the staff.
- One Server
- One international phone line at least + 4 normal lines
- One free line for receiving complaints

- One laser jet printer
- One scanner
- 5 mobiles
- an office for 4 officers
- Office supplies (cupboards, tables, chairs, and stationery)

B. Training

C. Means of transport (one car for the Section's operations)

17 Appendix 2: Information Sources (Jordan Customs)

D. Information sources:

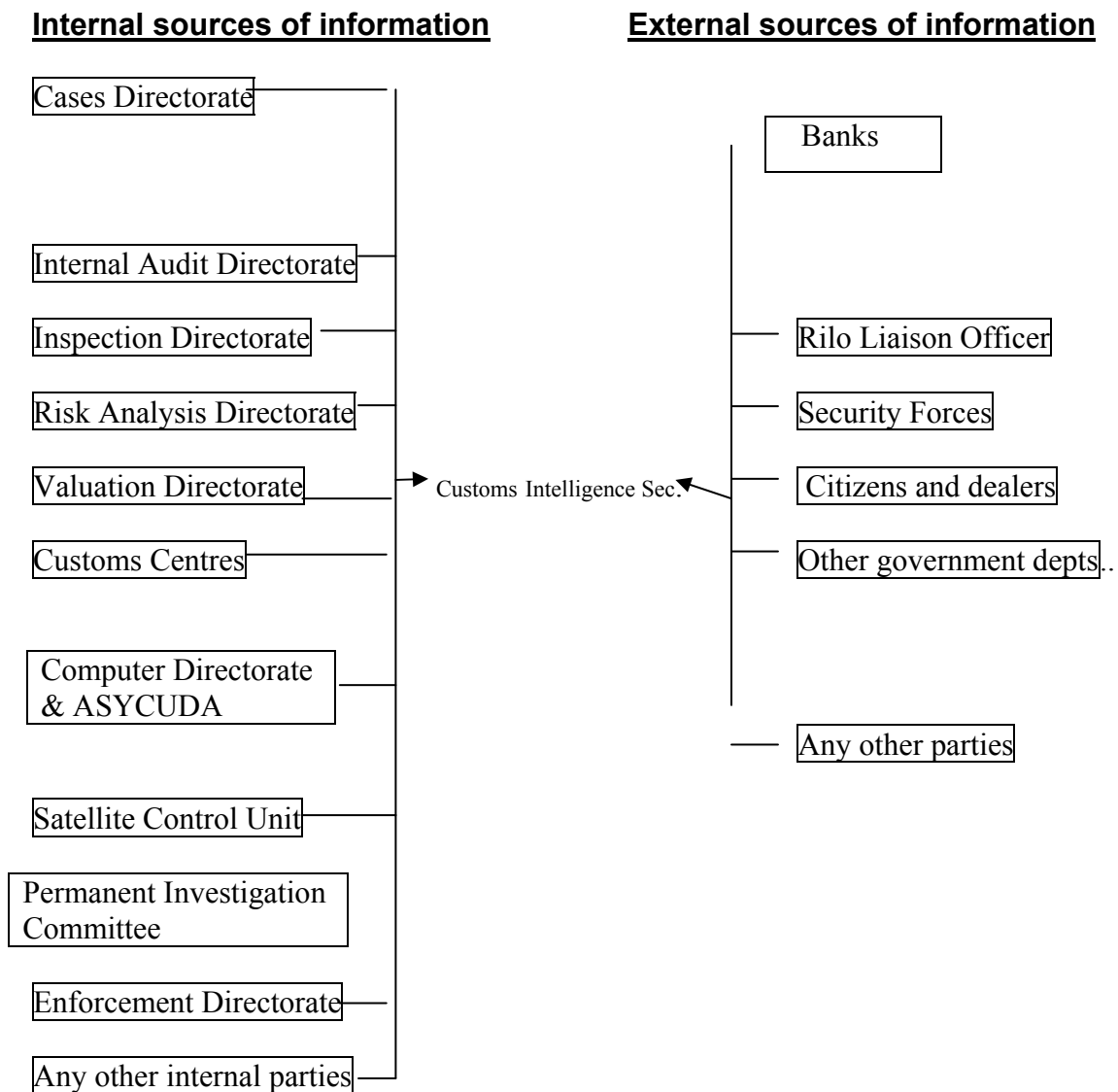


Figure No. (2) – Internal & external information sources for the Section

18 Appendix 3: Training & Staff Development Plan

To complement this proposal, a draft program of training and staff development needs has been identified, outlined in the following schedule defining the way

ahead.

Task	Target Audience	Timeframe
Undertake corporate intelligence awareness workshops	Directors	January 2003
Develop national intelligence plan	Directors	January 2003
Seek agreement to undertake a program of Intelligence development workshops (tactical, operational and strategic), including staff skilling	General Administrative Inspector	Early 2003
Conduct skill/competency assessments for Intelligence staff and Customs analysts	Intelligence unit and Customs analysts	Early 2003
Develop competencies and intelligence training and staff development programs	Intelligence unit and Customs analysts	Early 2003 – End 2003
Develop strategy to introduce Intelligence capability into regions and operational sites, including pre-clearance screening of passengers and cargo	All Directorates	Early 2003 – End 2003
Identify tools, equipment and systems to enhance analytical capability	Intelligence unit and Customs analysts	December 2002 – June 2003
Intelligence staff to conduct training sessions in operational areas	All Directorates	June 2003 – December 2003
Implement strategic risk assessment program to highlight national risks and register national projects	All Directorates	June 2003 – June 2004
Undertake a review of Intelligence plan	All Directorates	January 2004 – June 2004
Undertake a review of corporate plan	All Directorates	January 2004 – June 2002
Undertake review of business,	All Directorates	January 2004 –

operational and section plans		June 2004
Review Directorate/Work Area plans	All Directorates	January 2004- June 2004
Review all Intelligence plans, functions, national capabilities and develop enhanced program of service	All Directorates	2005